

October 21, 2010

The Honorable Charles J. Colgan, Sr.
Chairman, Senate Finance Committee
10677 Aviation Lane
Manassas, VA 20110-2701

The Honorable Lacey E. Putney
Chairman, House Appropriations Committee
P. O. Box 127
Bedford, VA 24523

The Honorable Marla Graff Decker
Secretary of Public Safety
Patrick Henry Building
1111 East Broad Street
Richmond, VA 23219

Dear Senator Colgan, Delegate Putney and Madame Secretary:

The Board of Corrections has recently completed its Survey on Actual Capacity of the Local and Regional Jails in Virginia. As you are aware, this Survey was mandated by the Legislature during the 2010 legislative session pursuant to Acts of the Assembly, Item 377.E. which states:

“The Board of Corrections shall include within its reporting formats on the capacity of each local and regional jail, a measure of the actual jail capacity, which shall include double-bunking, with exceptions as appropriate, in the judgment of the Board, for isolation, segregation, or medical cells, or similar units which would not normally be double-bunked. Exceptions to this measure of capacity may also be made for jails which were constructed prior to 1980. A report on this revised measure of jail capacity shall be presented to the Secretary of Public Safety and the Chairmen of the Senate Finance and House Appropriations Committees by October 15, 2010.”

Jail “capacity” is difficult to define because it has multiple meanings in Virginia.¹ In the past, “operating capacity” was based on the square footage of a facility, taking into account size of individual cells, air intakes and venting, kitchen size and dayroom facilities. At first glance, this number seems

¹ Currently, capacities for the jails in the Commonwealth are defined in Board of Corrections (BOC) Standard 6VAC15-80-10 as “Operating Capacity” while the Compensation Board refers to it as the “Operational Capacity” and it is referred to in the field as “Rated Capacity.” A facility also receives a “design capacity” by the architects.

The Honorable Charles J. Colgan, Sr.
The Honorable Lacey E. Putney
The Honorable Marla Graff Decker
Page Two
October 21, 2010

like a reasonable predictor of actual capacity. However, unlike a Department of Corrections' prison that can easily control the number of inmates placed in a given facility, local and regional jails have no option but to house every prisoner who arrives in their sally port.

We sought to avoid compounding this confusion. This report counts only the actual number of physical beds in a facility and does not define, determine, or make any suggestions or recommendations regarding a facility's "capacity" under the current understanding of what determines "capacity." Moreover, this report does not make any findings concerning the health, safety or security of any facility. The current determination of "capacity" is based on the Board of Corrections *Standards for Planning, Design, Construction and Reimbursement of Local Correctional Facilities*.²

On June 24, 2010, Sheriffs and Superintendents were asked to fill out an Excel spreadsheet delineating all of the beds in their facility, both permanent and temporary, and to list any special purpose beds individually.³ All facilities were asked to report what their actual bed count was on June 1, 2010. A date certain was chosen so that the Legislature could get an accurate snapshot of the entire system. Importantly, June 1 was a weekday, and was chosen partly because the facilities tend to swell on the weekends due to court-ordered weekend confinements, drug and alcohol sweeps and other factors. Our final report is the compendium of the responses received by the Board.

All 73 facilities responded to the Board's request. We have compiled their responses in one Excel spreadsheet, comparing bed counts to their listed Department of Corrections "operational capacity," population on June 1, 2010, and their average daily population from 7/1/09 until 6/30/10.

The survey documents that we have more permanent beds than we have offenders in the system. On June 1, 2010, we had 32,733 permanent and 4,343 special purpose beds and 27,932 offenders in the system. There were also another 1,370 temporary beds available to Sheriffs and Superintendents, should the need arise.

We stress that while this global view is positive, the only way to accurately assess the overall health of our system is to carefully consider each facility individually. Note that the DOC "operational capacity" figures are dramatically smaller than the inmate population. For example, on June 1, 2010, there were over 6,000 more offenders in the system than its "operational capacity" of 21,093. Sheriffs and Superintendents, faced with growing offender numbers, have done the best they could – they have added bunks and temporary beds so that no offender sleeps on the floor. The end result of the double and triple bunking is that the "operational capacity" as defined by the Department of Corrections does not control or limit the number of offenders in any facility.

² These Standards are currently under review; the current Standards were adopted in 1994.

³ Attached

The Honorable Charles J. Colgan, Sr.
The Honorable Lacey E. Putney
The Honorable Marla Graff Decker
Page Three
October 21, 2010

The survey also required the responders to document their staffing -- both security and non-security positions -- and the number of staff each facility believes it is entitled to under the Compensation Board formula. Because the facility staffing decisions are so facility specific (and because we were not asked to do so), we have not sought to analyze this information. It will come as no surprise that several of the Superintendents believe they need more staffing. Several included letters or comments for your review. All of the backup documentation/spreadsheets will be included in the hardcopy of this report being sent directly to your office.

Thank you for this opportunity to serve the Commonwealth. If we can provide any more assistance or you have any questions, please do not hesitate to contact us.

Respectfully submitted,

Peter G. Decker, III
Chairman

Cynthia M. Alksne
Board Member

PGD/CMA

Attachment: 2010 Actual Capacity Report

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
Accomack County	96	0	3	99	46	89	97	
Albemarle/ Charlottesville Nelson RJ	657	25	62	744	329	585	546	
Alexandria City	181	144	82	407	340	394	419	
Alleghany/ Covington RJ	112	0	16	128	56	81	83	
Amherst County	96	0	8	104	50	73	86	
Appomattox County	34	0	1	35	12	31	30	
Arlington County	533	0	182	715	474	537	536	
Botetourt/ Craig RJ	138	0	20	158	124	89	89	
Bristol City	132	13	3	148	67	127	131	
BRRJ Bedford	96	0	3	99	55	64	75	BRRJ = Blue Ridge Regional Jail
BRRJ Campbell	131	0	3	134	79	128	134	

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
BRRJ Halifax	209	0	18	227	147	144	143	
BRRJ Lynchburg	701	14	80	795	429	558	576	
BRRJ Moneta	100	0	3	103	90	90	90	
Brunswick County	42	1	2	45	24	59	54	
Central Virginia RJ	164	24	14	202	242	345	375	
Charlotte County	96	1	4	101	29	74	71	
Chesapeake City	1,106	98	98	1,302	543	1,033	1,044	
Chesterfield County	437	13	62	512	250	298	311	
Culpeper County	70	0	0	70	37	76	73	
Danville City Farm	137	23	28	188	120	154	162	(Adult Detention Center)
Danville City Jail	292	0	0	292	213	242	227	

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
Dinwiddie County	76	0	0	76	32	49	52	
Eastern Shore RJ	260	0	38	298	148	130	104	
Fairfax County Adult Detention Center	1,142	266	206	1,614	1,260	1,217	1,279	
Fauquier County	122	0	12	134	56	115	112	
Franklin County	70	0	6	76	49	60	60	
Gloucester County	92	0	0	92	42	69	77	
Hampton City	500	0	89	589	468	349	367	This is Hampton City and Hampton Community Corrections Center
Hampton Roads RJ	1,209	0	224	1,433	798	1,265	1,254	
Henrico County RJ East	655	0	169	824	458			combined total jails East and West
Henrico County RJ West	581	45	125	751	329	1,149	1,170	
Henry County	126	45	5	176	67	179	178	

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
Lancaster County	42	2	0	44	26	28	24	
Loudoun County ADC	264	8	24	296	220	203	199	Capacity includes the work release center (47), they also have 322 beds coming online in Spring of 2011, and would like to add to those beds 96 bunks.
Martinsville City/Farm	122	39	3	164	79	118	140	
Mecklenburg County	124	12	6	142	68	123	16	
Middle Peninsula RJ	261	0	14	275	121	214	203	
Middle River RJ	630	0	80	710	396	707	658	
Montgomery County	70	0	42	112	60	95	89	
New River Valley RJ	1,201	164	144	1,509	859	681	698	
Newport News City Jail	565	9	70	644	300	541		

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
Newport News City Farm	264	0	6	270	137	118	115	
Norfolk City	1,803	10	227	2,040	833	1,339	1,438	
Northern Neck RJ	440	0	50	490	234	396	402	
Northwestern ADC	802	0	142	944	556	542	534	
Page County	72	2	3	77	34	69	75	
Pamunkey RJ	418	0	78	496	290	457	441	
Patrick County	19	7	0	26	8	25	27	
Petersburg City Jail /Annex	234	0	27	261	195	192	218	
Peumansend Creek RJ	375	84	40	499	336	250	246	
Piedmont RJ	264	0	28	292	181	691	564	
Pittsylvania County	84	0	0	84	36	116	137	

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
Portsmouth City	493	195	23	711	288	462	459	
Prince William/Manassas Adult Detention Center	1,070	0	0	1,070	667	901	855	
Rappahannock County	28	0	8	36	8	26	25	
Rappahannock RJ	1,590	0	268	1,858	1,024	1,400	1,270	
Richmond City	1,623	0	412	2,035	882	1,392	1,386	
Riverside RJ	1,812	60	270	2,142	1,372	1,268	1,253	
Roanoke City	831	0	63	894	409	560	607	
Roanoke County	108	0	14	122	108	121	125	
Rockingham/Harrisonburg RJ	312	0	28	340	208	311	318	
Rockbridge RJ	99	0	4	103	56	85	92	
Shenandoah County	46	0	7	53	55	86	99	

Board of Corrections
Actual Capacity Report
REVISED October 21, 2010

Jail or Regional Jail	Perm. Beds	Temp. Beds	Special Purpose Beds	Total Beds, not including federal	"OP Capacity" by DOC	Population 6/1/10	ADP 7/1/09-6/30/10	Notes:
Southampton County	57	0	2	59	32	86	92	
Southampton County Annex	100	0	3	103	100	0	105	
Southside RJ	260	0	17	277	100	229	213	
Sussex County	84	0	4	88	28	61	73	
SWVRJ (Abingdon, Tazewell, Duffield, Haysi)	1,543	0	106	1,649	896	1,525	1,435	
Virginia Beach City	1,632	63	289	1,984	902	1,326	1,350	
Virginia Peninsula RJ	497	0	78	575	290	434	445	
Warren County	83	0	2	85	79	128	123	
Western Tidewater RJ	1,062	3	134	1,199	552	734	764	
Western Virginia RJ	956	0	61	1,017	605	683	614	
Totals:	32,733	1,370	4,343	38,446	21,093	28,576	27,932	
RJ = Regional Jail								